

SUMMARY AND GENERAL POLICY

THE SAINT PAUL COMPREHENSIVE PLAN



Adopted by the Saint Paul City Council subject to review, March 3, 1999

Approved by the Metropolitan Council of the Twin Cities as part of the revised Saint Paul Comprehensive Plan February 10, 2000

Adopted by the Saint Paul City Council January 9, 2002



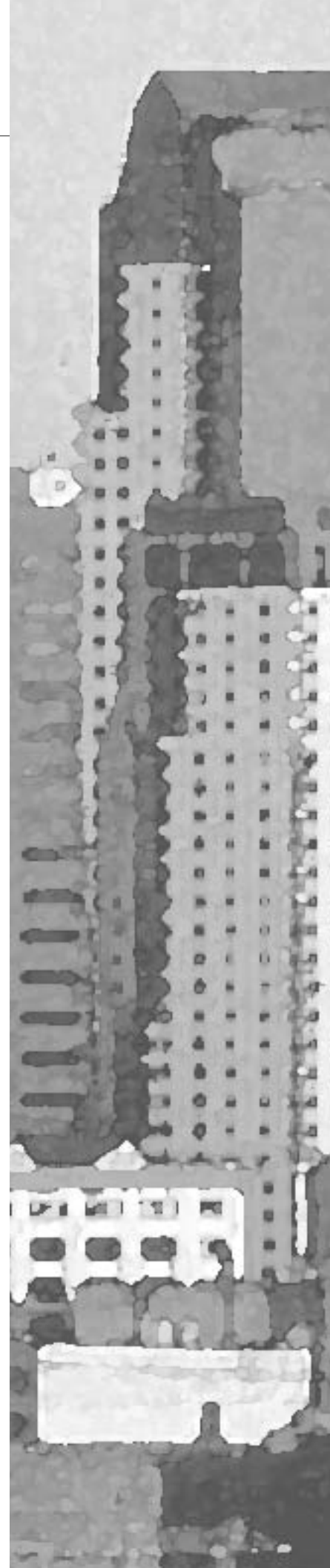
CITY OF SAINT PAUL

DEPARTMENT OF PLANNING AND
ECONOMIC DEVELOPMENT



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Introduction

T*his document provides a broad statement of the City's development policy and, as an overview of the entire Saint Paul Comprehensive Plan, helps to clarify the interrelationship of the other chapters.* The summary includes general policy in the areas of Economic Development and Community Development which, though supported by policies in all functional areas, is not found in other chapters. The Comprehensive Plan as of the year 2004 adoption includes the following city-wide chapters.

Summary and General Policy (1999)

Land Use Plan (1999)

Transportation Plan (1997)

Housing Plan (1999)

Parks and Recreation Plan (1997)

Library Services Plan (1996)

Water Conservation and Emergency Response Plan (1996)

Downtown Development Strategy (2003)

River Corridor Plan (2001)

Implementation (1999)

A storm water management plan will be added at a later time, after the management plans for all of the watershed districts within the City are complete, as required by law. Area Plan summaries adopted as addenda to the Comprehensive Plan are published in a separate loose-leaf volume.

The Setting for a New Plan

Some of the most important trends that the Saint Paul community is responding to, in the effort to forge new development policy, can be briefly described as follows:

The Twin Cities region will grow over the next 20 years, adding some 550,000 people and 300,000 households according to the projections of the Metropolitan Council. The region has addressed its costly sprawling development pattern and acknowledged that a sustainable future requires more effective accommodation of growth within built-up areas, including the central cities of Saint Paul and Minneapolis. Increased use of cars along with more households and without continued expansion of the highway system into the hinterland means that increasing traffic could well detract from the area's quality of life without alternative movement systems and new land use patterns.

Both neighborhoods and business districts of Saint Paul which reflect the city's historic urban character well are highly valued today. New urbanist approaches to development gaining popularity throughout the country are evidence of a new realization of the value inherent in the historic neighborhood grid and sidewalk-and-neighborhood-street-connected living-shopping-working that prevails in a variety of forms in much of Saint Paul.

The effort well along to planting more than 25,000 trees to re-establish something of the natural character of the Mississippi River corridor is but one indication of a high level of commitment, broadly shared, to better stewardship of our natural environment and renewed appreciation and enjoyment of Saint Paul's outstanding river bluff setting. The departure of some heavy industry has created new opportunity to meet this objective.

Market confidence, the sometimes intangible factor that causes people to see a particular neighborhood as a sound opportunity for investment in housing or business, varies widely across Saint Paul. There's ample demonstration of strong attraction for the urban neighborhoods the City provides. There's evidence as well that some neighborhoods are not secure and that careful strategy is required to support reinvestment. A regional shortage of housing affordable even to moderate and low-wage workers, and a very low vacancy rate for rental housing, are aspects of the housing market that regional and City policy must address.

There is also a growing network of vigorous partnership efforts involving business and resident organizations, non-profit organizations, city, county and state governments and the Saint Paul Schools addressing physical,

economic and social needs, rebuilding community, working to redress the lack of confidence where it exists.

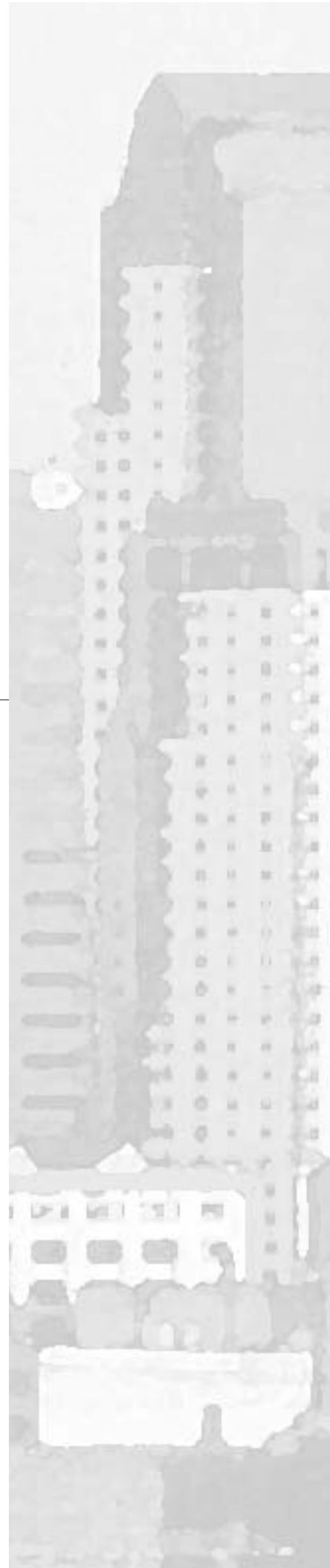
The Midway, Saint Paul's extensive business area between the two downtowns, is attracting new business investment today as it has for several years, and downtown Saint Paul is experiencing a rebirth with major new corporate building investment, a wealth of new cultural facilities, and a growing housing market. Urban analysis and experience in the United States is leading many to realize new economic potential for central city neighborhoods and their populations that have suffered from the disinvestment inherent in the physical and economic development patterns of recent decades. And Saint Paul is well "above average" for its success in building its economy, expanding economic opportunity by an increase of some 7,000 jobs in the 1990s.

Plan Vision and Themes

We envision a future Saint Paul that is the best of its present and past: strong neighborhood communities, a vital downtown area, growing business and industry, easy, inviting connections among neighborhoods and districts and with our river and natural topography.

One of Saint Paul's strengths is its traditional neighborhood fabric, made up of the strong and diverse communities within its borders. Our neighborhoods offer housing opportunities that are affordable and attractive to people within a very broad income range. As more and more business and living opportunities become concentrated in neighborhood business centers and near transit corridors, public transit, bicycles and walkways will become more acceptable means of transportation, contributing to an improved environment.

In our vision, downtown Saint Paul is a thriving 24-hour business, cultural and entertainment center, as well as a highly desirable urban residential location. New business and industry, well integrated with existing neighborhoods and new housing opportunities, have replaced the polluted land and outdated infrastructure of the Phalen Corridor to the east and the Great Northern Corridor to the west. University Avenue and West Seventh Street have become attractive corridors with strong business centers, new residential developments and pedestrian amenities attractive to transit riders. The Mississippi River Corridor, while continuing to accommodate a wide variety of urban users, offers a vast green refuge at the city's heart, exten-



sive new opportunities for public enjoyment, and an anchor for the park and trail system that shapes the entire city and strengthens the visibility of its natural setting.

Three themes capture the opportunities and needs of this vision.

Growth **Saint Paul welcomes new opportunities for growth.**

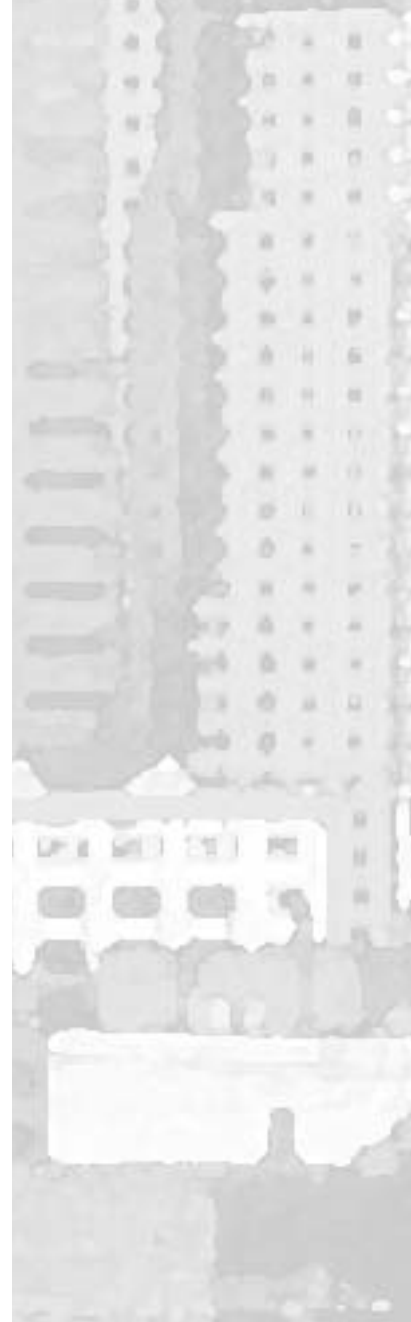
Saint Paul can realize new vitality by claiming a significant share of the new growth anticipated for the region. Opportunities are being defined in several key areas: on the downtown riverfront, along the Phalen and West Seventh Corridors, in the Great Northern Corridor through Frogtown, in the Midway and along University Avenue. Job opportunities continue to expand. New business and cultural facilities open downtown. Likewise, the housing market reflects the growth pattern. Business development and housing concerns recognize that neither will be at its best unless both grow in an integrated and complementary fashion.



Quality of Place **We cherish our place on the river and intend that places throughout Saint Paul will offer beauty and delight.**

A new level of concern for quality of place is evident in our neighborhoods and in downtown and riverfront development. Highland Village and renovation in the University/Raymond area are representative of business centers throughout the City where this same intent to build with a quality worthy of our urban architectural heritage is evident. We have learned that sustainable success requires places designed to serve the community functionally, aesthetically and socially. Quality of place for Saint Paul means:

- ◆ Neighborhoods that attract people and make them want to stay,
- ◆ Attractive housing that meets a wide variety of needs,
- ◆ Business districts that invite walking, promote community interaction and are safe,
- ◆ Strong, positive visual interest for pedestrians, bikers, walkers and riders,
- ◆ Visual and physical connection to the city's natural base of land, water and clean air, and
- ◆ Industry that blends harmoniously with its urban neighbors.



Well-being **Well-being for Saint Paul's citizens**

depends on economic growth and life-supporting jobs, as well as cultural, educational and recreational opportunities, including community services that nurture family and individual life.



Saint Paul's commitment to well-being for families and individuals is evident in its sustained interest in economic development, its newly expanded community effort in work force development, in the housing policy's emphasis on a broad range of housing opportunity, and in the main themes of the 1996 Community Development Agenda:

- ◆ *An Even Better Place to Raise Children* means a community commitment to education, child care and family-supporting healthy neighborhoods.
- ◆ *No Truce with Poverty* means expansion of job opportunities appropriate for Saint Paul households and preparation of citizens for the emerging job market.
- ◆ *High Quality City Living* means the creation of safe, economically diverse neighborhoods with quality housing at a broad range of prices, participation in all aspects of community life without racial or ethnic barriers, and continued physical improvement of the city.
- ◆ *Effective Civic Collaboration* means that our efforts are stronger and more productive because we are working well together with shared objectives: the City, neighborhood organizations, the business community, Ramsey County, the State of Minnesota, the Saint Paul Public Schools, private service providers and foundations.

Ten Principles for City Development

■ GENERAL POLICY 1. Ten Principles for City Development.

The following principles, originally developed as part of the “Saint Paul on the Mississippi Development Framework,” have been established as guiding principles for development in Saint Paul generally.

1. *Evoke a sense of place.* With each change, Saint Paul will work for a strengthened sense of place that reflects the city’s natural beauty and exceptional heritage.
2. *Restore and establish the unique urban ecology.* Reconnection of our urban fabric to the Mississippi River that drew the area’s original inhabitants will promote a balance between urban and natural systems throughout Saint Paul.
3. *Invest in the public realm.* The public realm sets the stage for development and provides the network of connections. We will maintain and enhance this investment, designing improvements to promote safety and quality with an emphasis on improving the pedestrian environment.
4. *Broaden the mix of land uses.* We will take advantage of the diversity of activity that is recognized as a special advantage of an older city. Residence, work and cultural opportunities in close proximity can reduce travel costs and enrich community life.



5. ***Improve connectivity.*** Improvement of urban life in Saint Paul will occur by facilitating movement, access and connection among activities and places.
6. ***Ensure that buildings support broader city goals.*** Saint Paul will consider each addition to the community fabric as an opportunity to enhance its broader location.
7. ***Build on existing strengths.*** We will make every effort at city and neighborhood levels to recognize and enhance the treasures we have in our economic, cultural, architectural and natural heritages.
8. ***Preserve and enhance heritage resources.*** Saint Paul will continue to preserve and enhance its rich legacy of historic resources.
9. ***Provide a balanced network for movement.*** Provisions will be made for movement by car, public transportation, bicycle and on foot in a balanced manner throughout Saint Paul.
10. ***Foster public safety.*** We will keep public safety at the forefront in design and management of the public realm and apply safety criteria in the evaluation of any proposed private development.

Geography and Environment

The Mississippi River and its dramatic bluffs drew the earliest settlers to the area and remain the strongest definers of Saint Paul as a place. Diminishing heavy industry and years of progress in cleaning up the river have created new opportunities for enhancement of the setting, improvement of environmental quality, and access to the area's strong natural features. A return to the river is an opportunity to strengthen quality of place at the heart of Saint Paul and, with connections and extensions along the tributaries, throughout all of Saint Paul.

■ **GP 2. Topography and the Natural Environment.** Saint Paul will strengthen its identity by reinforcing its topography and natural environment. This is the first goal of the "Saint Paul on the Mississippi Development Framework." Supporting policies from the Land Use and the Parks and Recreation chapters include:



- ◆ Implementation of the land use themes from “Saint Paul on the Mississippi Development Framework,”
- ◆ Creation of new access to the riverbanks and bluff lines,
- ◆ Promotion of the vision of the Great River Park,
- ◆ Conformance of policies and ordinances with the Mississippi National River and Recreation Area Management plan,
- ◆ Restoration of greenway and natural habitat linkages,
- ◆ Reconnection of neighborhoods to the river with natural landscaping and, where possible, restoration of surface water in tributary corridors,
- ◆ Appropriate development of sites with river valley views and protection of views where appropriate.
- ◆ Conformance of development with Mississippi River Corridor Critical Area regulations,
- ◆ Continued development restriction, and acquisition where appropriate, for protection of bluffs, and
- ◆ Protection of views and vistas that offer connection with the natural environment, as well as views of appropriate landmark features of the built environment.

The Mississippi and its dramatic bluffs are the strongest definers of Saint Paul as a place.



■ **GP 3. Water Resources.** Saint Paul will continue to protect its water resources in accordance with its water resources policy, including:

- ◆ Promotion of natural storm water management solutions to minimize and improve the quality of runoff, including enforcement of standards for stormwater detention ponds, connection of catch basins to the storm sewer system,
- ◆ Enforcement of erosion and sediment control measures,
- ◆ Completion of a watershed management plan for Saint Paul after the management plan for the Middle Mississippi River Water Management Organization is completed in 1999,

- ◆ Continuation of public education measures outlined in the Water Resources plan, and
- ◆ Protection of surface water resources from inappropriate discharge from waste disposal and contaminant release sites.

■ **GP 4. Water Conservation and Emergency Response.** The Water Conservation and Emergency Response Plan was prepared by the Saint Paul Water Utility in 1995. It includes all those communities for which the Saint Paul Water Utility provides retail water service: Falcon Heights, Lauderdale, Maplewood, Mendota, Mendota Heights, and West Saint Paul in addition to Saint Paul. It is published separately by that agency, but is recognized and adopted by the City as a component of the Saint Paul Comprehensive Plan. It will be updated at least every 10 years.

The water system draws water from the Mississippi River and the Vadnais Lake watershed, and as reserve from four deep wells, the Rice Creek watershed, and Otter and Bald Eagle Lakes. The system exceeds established standards for treatment and storage capacity. With recent and continuing treatment plant upgrades, the water supply is “virtually inexhaustible” in non-emergency situations, and treatment capacity is adequate for any foreseeable increase in demand. Saint Paul’s water supply will be protected for the future under the plan’s provisions for:

- ◆ Response to emergencies, including means for augmentation of water supply and for reduction of demand and allocation of limited supply as necessary.

- ◆ Conservation of water through protection and enhancement of quality and through efficiency improvement measures including: leak detection and repair, fixture replacement in homes and public buildings, a rate structure that discourages peak-season use, and education and information programs.

Neighborhoods as Urban Villages

Saint Paul is a city of strong, well-known neighborhoods, each with its own character and community organizations. It has been a long-standing city policy to maintain and enhance the unique character of those neighborhoods. The “Traditional Neighborhood Design” or “New Urbanism” movement represents recognition of the value of Saint Paul’s neighborhoods in contrast to typical suburban development. New Urbanist practices recognize the particular strengths of our existing neighborhoods that should be maintained and enhanced: compact and pedestrian-friendly with a mixture of land uses, a broad range of housing types, and enough people in residence to support mass transit.

■ **GP 5. Neighborhoods as Urban Villages.** Opportunities to live, work and shop in close proximity will reinforce the urban village characteristics of Saint Paul neighborhoods. Improvements and new developments should contribute to a high quality, visually inviting, pedestrian-friendly environment. Land Use and Housing chapter policies support:

- ◆ Application of urban village principles in neighborhood planning and development,
- ◆ Recognition of the variety of physical forms that make for good neighborhoods in Saint Paul,
- ◆ Compatible mixed use within single buildings and in separate buildings in close proximity,
- ◆ Emphasis on pedestrians in neighborhood business centers, supported by design guidelines for designated pedestrian-oriented village centers,



Saint Paul is a city of strong, well-known neighborhoods.

- ◆ Building and landscape design that define public areas and strengthen a sense of place,
- ◆ Diversity of housing type and cost at the neighborhood level,
- ◆ Attention to social and economic factors, along with physical planning and development, and
- ◆ A balanced transportation system.



■ **GP 6. Take Care of the Housing We Have.** Most residents of Saint Paul for the foreseeable future will live in the city's existing housing stock. Original construction and on-going investment yield a high level of quality in many Saint Paul neighborhoods that have strong attraction in the regional housing market today. In some neighborhoods, a pattern of disinvestment has led to deterioration and declining values. Housing chapter policies include:

- ◆ Continue and expand efforts to enhance the city's traditional neighborhood design,
- ◆ Continue a commitment to the preservation of historically and architecturally significant buildings and neighborhoods,
- ◆ Step up code enforcement matched with additional resources for repair and rehabilitation,



- ◆ Strategically focus efforts to stem deterioration and declining values, and
- ◆ Improve management and maintenance of rental property.

■ **GP 7. Meet New Housing Market Demand.** Households the children have left, and newer households they haven't yet joined, represent growing segments of the area housing market for at least the next decade. Households in this market are looking for alternatives to the single family home with its own

yard: townhouses, condominiums and other properties more easily maintained or left for a week of travel. Renters make up a portion of this market. Housing Chapter policies include:

- ◆ Encourage the production of 300-400 housing units a year, primarily attached units attractive to growing segments of the regional housing market most amenable to urban neighborhood opportunities,
- ◆ Promote good design solutions for housing that meets newer market needs and complements, and is integrated well with, existing Saint Paul neighborhoods, designs that use the smaller development sites creatively and that provide for housing in mixed-use neighborhood centers,
- ◆ Encourage the production of rental housing, and
- ◆ Encourage innovative development through regulatory reforms.

■ **GP 8. Ensure Availability of Affordable Housing.** A generally stronger housing market, the almost total absence of any new production of rental housing in any price range, and the reduction in federal funding for rental assistance are all putting pressure on the portion of the city's housing stock that is affordable to lower income households. In some instances, the price of that housing is being bid up to the point where it is no longer affordable. In others, lack of continuing investment has resulted in physical deterioration and demolition.

The need for such affordable housing exists throughout the metropolitan region. Relative to most communities, Saint Paul has a large supply of well-managed low cost housing. Since there are challenges to that supply, preservation is the City's primary objective, though the construction of new low-cost units will be required as well if redevelopment is to meet the needs of Saint Paul neighborhoods.





Encouragement of much more adequate provision of housing opportunities throughout the region is also part of the City's strategy. Housing Chapter policies include:

- ◆ Challenge the region to ensure that each metropolitan community provides a full range of housing choices in order to meet the needs of households at all income levels,
- ◆ Work with public, private and philanthropic partners to identify and secure significant additional resources to enable the preservation and construction of affordable housing, both within the city and throughout the region,
- ◆ Preserve existing *federally-assisted* housing through partnership efforts with HUD and other area agencies and support continued good maintenance and modernization of the public housing supply,
- ◆ Stimulate the construction of a modest number of new affordable housing units each year, particularly in neighborhoods where affordable housing is in limited supply—at least 20 percent of new units to be affordable to households with incomes below 50 percent of the regional median, half of these to households with incomes below the 30 percent level,
- ◆ Support a variety of initiatives that will allow lower income households to move into home ownership,
- ◆ Link services with affordable housing,
- ◆ In partnership with Ramsey County and other private and non-profit agencies, implement the provisions of the *Saint Paul/Ramsey County Five-Year housing and Homeless Services Plan* as it is adopted by the City Council, and
- ◆ Preserve and improve existing *privately-owned* rental housing units.

■ **GP 9. Neighborhood Traffic and Parking.** Provisions for traffic and other means of circulation will enhance neighborhood environments and support community connections. Transportation chapter policies support:

- ◆ Priority for neighborhood traffic control,
- ◆ Attention to neighborhood character in the design of traffic and parking facilities,
- ◆ Enhancement of pedestrian environments,
- ◆ Use of smaller circulator buses and neighborhood transit hubs in a redesigned transit system,
- ◆ Continued enhancement of the parkway system, and
- ◆ Continued use of permit parking to protect residential areas adjacent to high parking demand commercial and institutional uses.

■ **GP 10. Pedestrian Safety and Quality.** Saint Paul will strengthen the quality of the pedestrian experience in residential and business areas. Transportation and Land Use chapter policies support:

- ◆ Compact “urban village” neighborhoods with commercial, civic and institutional activity,
- ◆ Physical definition of streets and public places by architecture and landscape design,
- ◆ A neighborhood traffic calming program,
- ◆ Physical changes, where appropriate, to slow traffic and protect pedestrians,
- ◆ Street, building design and a mix of uses downtown to promote pedestrian use, and
- ◆ School safety programs as adopted.





Downtown Saint Paul

The residential role of downtown Saint Paul will increase substantially.

Downtown Saint Paul fulfills many roles. It is an important regional office center and home base for major corporations, a civic/government center for the State of Minnesota and the Twin Cities metropolitan region, a civic center for the east metro region and the city, an entertainment and cultural center of significance to the state, and a distinctive urban residential neighborhood. While it shares a loss of retail dominance with other downtowns, it retains a retail core, and new retail strength can be anticipated as a complement to the growth of other functions downtown.

■ **GP 11. Vibrant Downtown.** The city, business community, state government and cultural institutions, as well as the Saint Paul community at large, will work together to ensure that downtown growth continues and that each increment of new development and renovation contributes to the downtown's most vibrant future. Building on the strength of its setting, history and character, we will guide development of the public and private realms to realize the objectives of the "Saint Paul on the Mississippi Development Framework." This plan and the Land Use, Housing, and Parks and Recreation chapters of the Comprehensive City Plan support:

- ◆ Continued development of Wabasha Street as a main thoroughfare connecting the Minnesota Capitol, the Mississippi River and the west side community through the downtown,
- ◆ Continued evolution of downtown with all the uses that make it a vital 24-hour community and center for the east metro region: office, retail, government, culture, entertainment, visitor accommodations and housing,
- ◆ Development of building design guidelines and circulation improvements which emphasize a quality environment for pedestrians,
- ◆ Full attention to pedestrians, bicycles, transit and traffic movement in the design of street improvements,
- ◆ Realization of the land use concepts of the Comprehensive Plan for the Minnesota State Capitol area, and continued development of the Capitol campus as an open part of the city related comfortably to downtown and adjacent communities, and
- ◆ Investment in transportation and public access infrastructure to facilitate the redevelopment of the riverfront downtown.

■ **GP 12. Access and Parking Downtown.** Expansion of parking facilities downtown will be needed for increments of growth. These should be balanced with substantial improvement to transit as well as bicycle and walking access. The need for parking space also should be reduced by collaborative management of parking resources and by incentives for car pools and transit use.

■ **GP 13. Residential Downtown.** The residential role of downtown Saint Paul will increase substantially, with perhaps as many as 3,000 new housing opportunities in linked urban villages in and around the business district. Urban village opportunities are outlined in the “Saint Paul on the Mississippi Development Framework.”

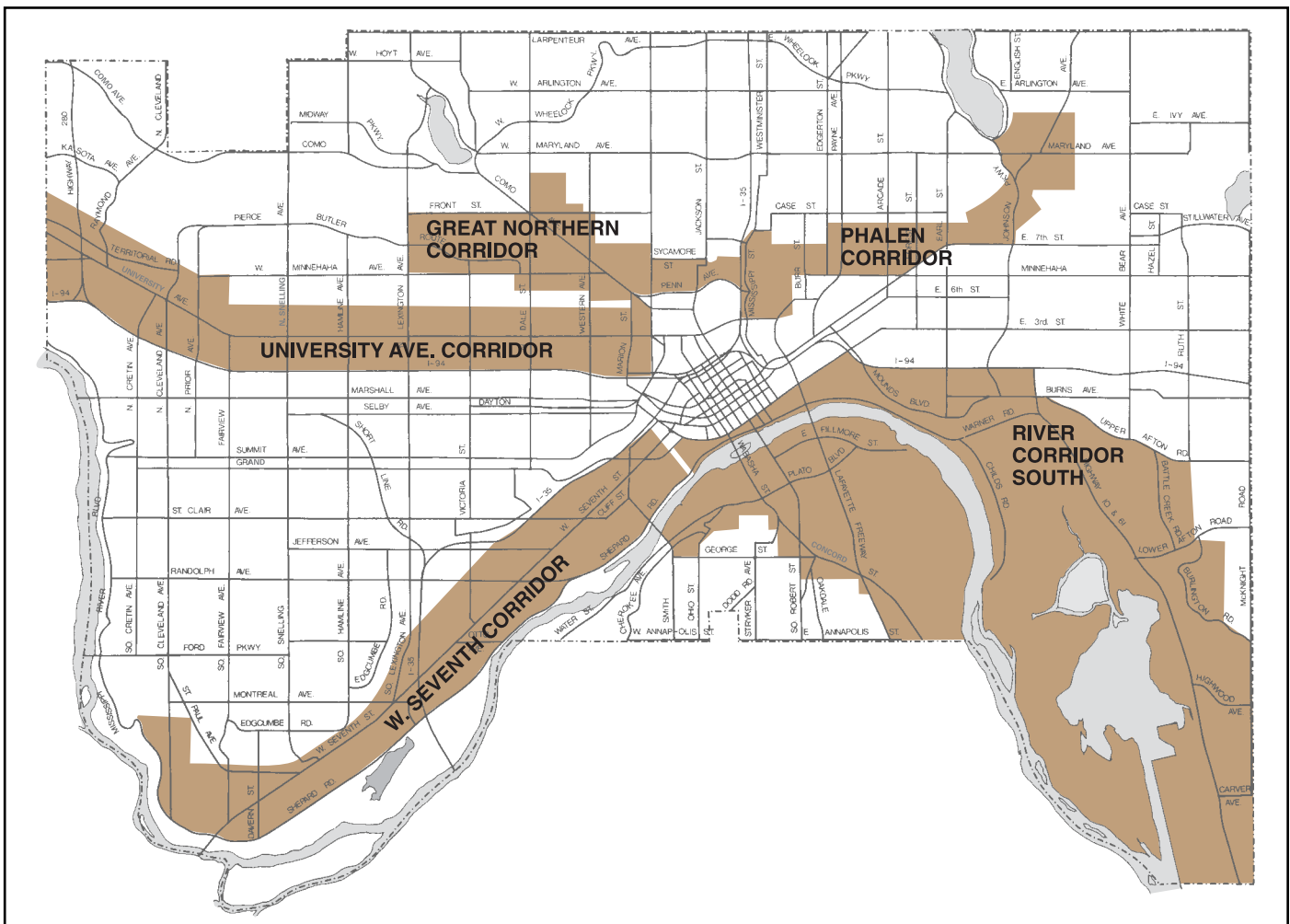


Corridors for Growth

Corridors that have served transportation throughout Saint Paul's history structure the city and are the lifelines of connection and access. Changes in transportation and industry have left several corridors with vacant and under-used land that is an important resource for a period of growth. Recent corridor studies have identified major opportunities to create jobs and housing in the River Corridor, the Midway/University Avenue Corridor, the Phalen Corridor, the Great Northern (Como) Corridor, and the West Seventh Corridor.

■ **GP 14. Corridor Development.** Work should continue with community and business organizations and other units of government on planning and redevelopment projects along corridors where several growth opportunities are interconnected. In the process, Saint Paul will seek new ways to integrate business and industrial job creation with housing development and the improvement of existing neighborhoods.

Figure A
Five Corridors for Growth





■ **GP 15. River Corridor.** Saint Paul will continue to give high priority to the transformation of the River Corridor. While some industrial uses should remain, particularly in parts of the southern portion, this corridor is evolving from a predominantly heavy industrial past into a renewed center for activity and enjoyment of Saint Paul’s natural setting. The “Saint Paul on the Mississippi Development Framework” communicates the vision and the guidelines for development of the central portion of the River Corridor. While the Framework itself is not an element of the Comprehensive Plan, its principles and vision are endorsed as appropriate for that portion of the River Corridor. River corridor designations as a “Critical Area” for Minnesota and as the Mississippi National River and Recreation Area ensure continuing regional, state and federal partnership support for appropriate restoration of the river corridor and establish standards for change which the City supports. The Land Use, Transportation, and Parks and Recreation chapters support:

- ◆ Continuation of appropriate improvement and development of the River Corridor as a priority, making sure changes are consistent with the enhancement of its natural ecology,
- ◆ Mixed use urban village development to extend the urban fabric back to the river,
- ◆ Improvement of public access and recreational uses throughout the corridor,
- ◆ Continuation of industrial uses in portions of the corridor identified in the Land Use chapter, with corrective actions wherever necessary to mitigate the adverse environmental impact of existing industry, includ-

ing inappropriate discharge from waste disposal and contaminant release sites,

- ◆ Restriction of new development in the floodplain (or within 300 feet of the water) to those entities which have a relationship to the river, need a river location or can enhance the river environment,
- ◆ Transportation investments that emphasize pedestrian opportunities and strengthen neighborhood connections,
- ◆ Maintenance of Shepard Road and Warner Road as principal transportation arteries, and
- ◆ Development consistent with Critical Area standards and the River corridor plan to be revised in 1999.



■ **GP 16. University Avenue Corridor/Midway.**

Continued investment in the Midway Corridor will support its strong potential for business development as a readily accessible area between the downtowns of Minneapolis and Saint Paul.

University Avenue should continue to be developed as both a transit corridor and a mixed use business street, serving city and neighborhood needs. The Land Use and Transportation chapters support:

- ◆ Redevelopment at key sites that are identified in the Land Use chapter,
- ◆ Higher densities of households and employment along the corridor that require and support better transit,
- ◆ Redesign and redevelopment to make the auto-oriented regional shopping area comfortable for pedestrians and to enhance storefront, pedestrian-oriented commercial centers along the avenue, and
- ◆ Establishment of the “central corridor”(of which University Avenue is a spine) as the top priority for the development of transitways, busways and/or LRT, in the region.





■ **GP 17. Phalen Corridor.** The Phalen Corridor initiative should be carried through and should serve as a model for neighborhood revitalization work. The Land Use and Transportation chapter policies support:

- ◆ Redevelopment of significant sites within the corridor and continued pursuit of the corridor's integrated goals,
- ◆ Continued work to fund construction of the boulevard and other infrastructures, and
- ◆ Development and connections that will strengthen the urban village characteristics of neighborhoods adjacent to the corridor.

■ **GP 18. Open Space and River Connections.** In corridor planning and development, close attention must be paid to environmental quality, and Saint Paul must take advantage of opportunities to enhance and extend the open space network formed by the river corridor, bluffs, parks and parkways. Neighborhood connections to the Mississippi River Corridor will be enhanced through appropriate trail and road connections, infrastructure design, and land use planning and regulation. The valleys of river tributaries such as the Phalen Creek offer particular opportunities for enhanced connections.

■ **GP 19. West Seventh Street (Riverview) Corridor.** Reinvestment evident in West Seventh neighborhoods and along the street itself are evidence of new life in this corridor. Tank farms between the street and the river corridor have given way to a new business park and new opportunities for other neighborhood development. New planning underway will set the direction for a new entry to Saint Paul at the southeast end, a stronger community business street here and new housing and business opportunity.

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A good portion of our opportunities for a new and better relationship with the river lie within this corridor which has recently been identified as the Riverview Transit Corridor by Ramsey County and included in this plan's identified major corridors for transit improvement.

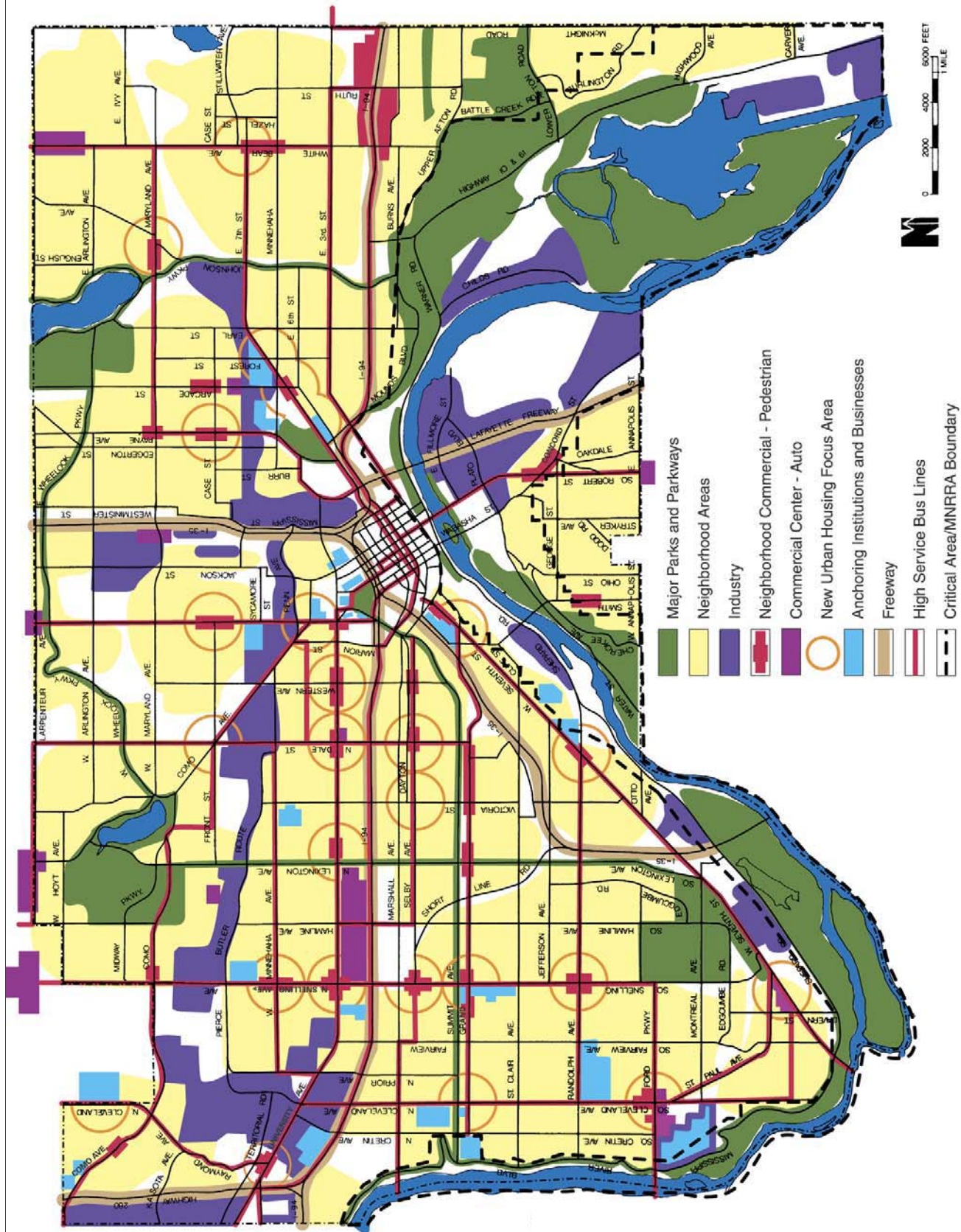
The Land Use and Transportation chapters support:

- ◆ Increased housing and transit-supportive development,
- ◆ Development that takes maximum advantage of river corridor views, enhances the river corridor and is consistent with corridor development policies,
- ◆ Appropriate improvement of public transit in this corridor linking downtown Saint Paul to the international airport and the southwest metro region, and
- ◆ A re-designed entry to the City at the river.

■ **GP 20. Great Northern (Como) Corridor.** A 1997 plan provides direction for redevelopment of the Maxson Steel/Dale Street Shops area and a vision for this larger corridor of which it is a part. The entire corridor with the railroad as its spine runs from the Phalen Corridor at 35E through the Empire Builder Industrial Park and west to the Bridal Veil Industrial Park in Minneapolis. This Corridor and the Phalen Corridor have the potential to provide a ribbon of new industry and household-supporting jobs with related neighborhood development that runs between several of the city's older neighborhoods.

Plan chapters support:

- ◆ Implementation of the Great Northern Corridor Community Vision of 1997 and redevelopment planning for additional corridor sites,
- ◆ Extension of Pierce Butler Road into the Dale Street Shops site and improvement of truck connections to 35E,
- ◆ Reforestation of the extended corridor, strengthening its amenity value for all Midway neighborhoods, and
- ◆ Further study of the urban village potential of the Dale/Como area with new housing near the new Front Street Elementary School.

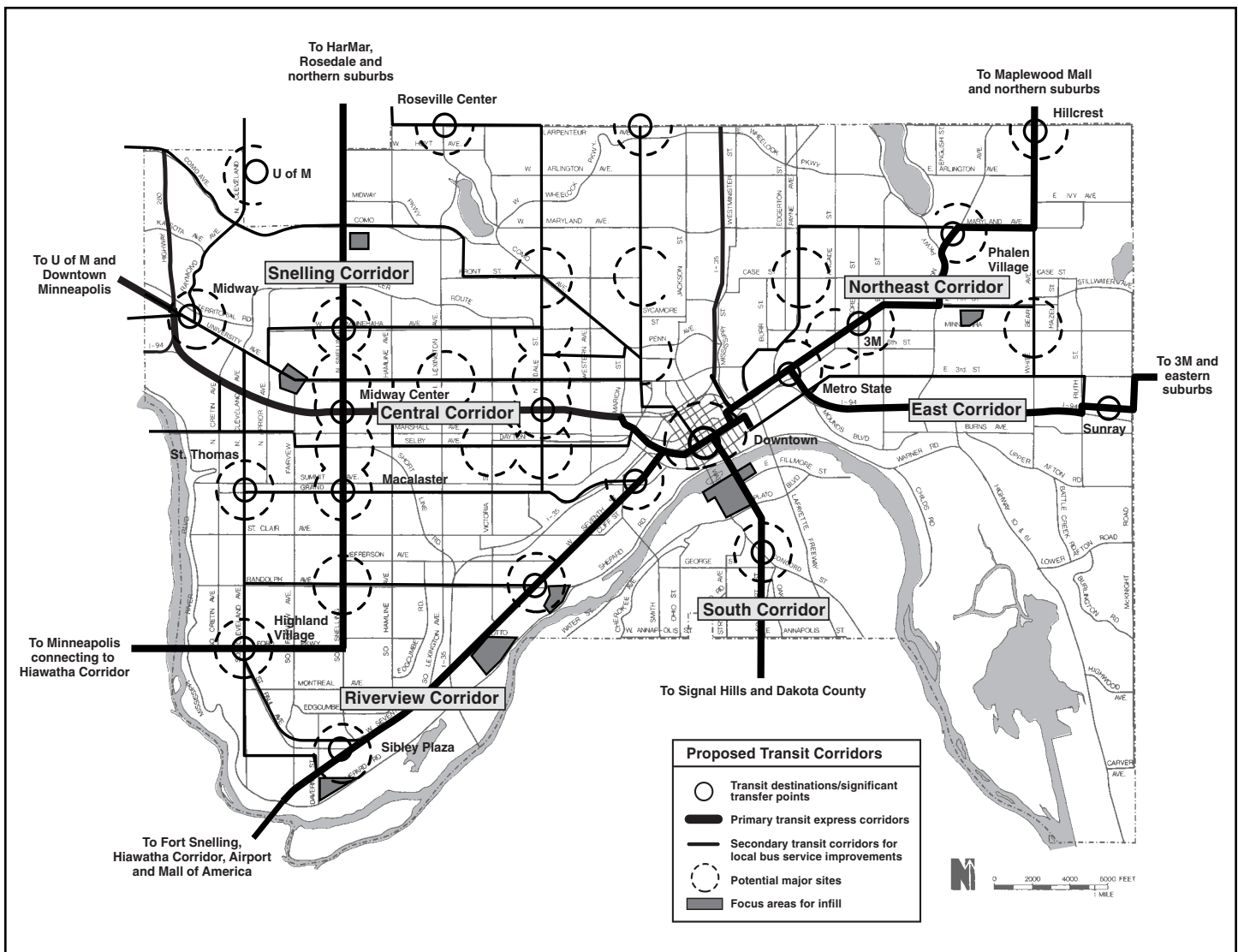


Transportation

The public facilities for movement within a city, the system for transportation and circulation in all its forms, shape the city and create value for places within it. In recent years, a new set of values has begun to influence our transportation system, values that place at least as much priority on the quality of places as on the speed and ease of travel through them. In view of increased congestion projected with regional and city growth, as well as the commuting needs of the city's population, strong efforts are needed to improve public transit and to develop land use approaches that will reduce travel needs.

■ **GP 21. Travel and System Management.** The city needs to encourage fewer and shorter trips and promote alternatives to single-occupant automobiles. Policies to accomplish this in the Transportation chapter include:

Figure B
Transit Corridors



- ◆ Full support for an excellent and adequately funded bus system,
- ◆ In cooperation with other agencies, investment in the infrastructure necessary for transit, car pools, biking and walking,
- ◆ Management of land use to reduce trips and promote alternative modes of travel, and
- ◆ Promotion of regional development and investments that support alternative transportation modes and reduce trips, including a better balance between jobs and housing, and reduction of “sprawl” development.



■ **GP 22. Transportation Corridors.** Redesign of the bus system should occur to provide excellent service along major corridors (limited stop “spines”) and better intra- and inter-neighborhood service, with a continued strong focus on regular route service to the downtown and concentration on regular-route weekday service. Recommended corridors are illustrated in the proposed Transit Corridors Map. (p.28)

Economic Opportunity

Economic development is well established as a clear priority for Saint Paul, and healthy economic growth is a well recognized reality today. Compared to other parts of the region, the city is lacking in readily available land for industrial use, a deficit that is being addressed in part by cleanup of land polluted by earlier industrial uses. A city with such complexities and competing interests as Saint Paul can present a challenging and costly environment for business development, a situation addressed by many measures in recent years, but one requiring continuing attention.

The city's large work force gives it a strong strategic advantage for economic growth, but carefully targeted efforts are needed to connect that work force successfully with emerging economic opportunity. Other strategic advantages include the city's location, its strength as a civic and government center, and its educational, cultural and community resources. Therefore, high priorities for Saint Paul now are:

- ◆ To ensure that land resources with potential for business use are made available and used to their maximum economic and community benefit,

- ◆ To ensure a welcoming and supportive environment in the city for new and existing businesses, and
- ◆ To improve the education, skill and work-readiness level of the population for emerging economic opportunity.

Other portions of this summary address the vitality of places for business in special districts and neighborhoods as well as potential for special corridor development.

Background sources for the summary policies which follow include the Economic Development Strategy adopted in 1990; the Citywide Economic Agenda prepared for Mayor Coleman in 1994; and the continuing collaborative work with community, business and education partners, particularly on the task of shaping a work force development strategy appropriate for today's economy and Saint Paul's population.



■ **GP 23. Land Resources: Under-used Land and Brownfield Reuse.** The city will take full advantage of the under-used land in Saint Paul for continuing growth and fulfill the commitments of its Brownfield's Showcase Community designation. In partnership with the Port Authority and community-based organizations, it will identify under-used and/or polluted land and provide a mechanism for quantifying remediation costs and identifying responsible parties. Then it will establish a yearly program for leveraging and investing scarce resources for remediation of the sites with the highest priority.


■ **GP 24. Intensive Use of Industrial Land.** Increasing density of living-wage jobs will be a primary factor in determination of appropriate reuse of city sites with industrial and/or business potential. Factors to be considered are the number of jobs per square foot and per acre, and the coverage of building to land. Office uses may offer greater potential than industrial development at some previously-industrial sites.

■ **GP 25. Integrated Neighborhood Improvement.** Development of any major land area for business and industrial use should be regarded as an opportunity for improvement of the larger neighborhood of which it is a part.

■ **GP 26. Business Development: Collaboration.** There must be an effort to continue the support and improvement of strong collaborative working relationships between major economic development agencies. These include the city, the Chamber of Commerce, the Saint Paul Port Authority, the Capital City Partnership, the Saint Paul Riverfront Corporation and the Metro East Development Partnership. Communication and collaboration between residents and businesses is especially important in neighborhood planning.

■ **GP 27. Business Development: Industry Clusters.** In collaboration with the Economic Development Partnership, the city must nurture the growth of industries, especially those within globally-competitive clusters with an established base in the east metro region (printing, machine tools, medical devices, computers and software, finance) as well as entry-level opportunity sectors (retail, hospitality, human and personal services, health care, manufacturing and business and automotive services). The Mayor's Information Technology Council is an example of an industry/government partnership building on the strengths of the community for a particular segment of industrial growth.

■ **GP 28. Business Development: Business Resources.** With the help of the Business Review Council, Saint Paul will ensure that the regulations and services of City departments will be responsive to changing needs and foster business growth and appropriate accommodation of businesses in neighborhoods and business districts. In addition, the city will provide active outreach through the Business Resources Center of the Department of Planning and Economic Development to businesses that need information or other assistance.



*The city will
continue to support
partnership efforts
to strengthen family
and community life.*



■ GP 29. Work Force

Development. By overcoming deficiencies in education and training, Saint Paul can expand economic opportunity for its citizens. It must work as a full partner in the Community Employment Partnership to provide support to job seekers through community-based Work Resource Hubs and to provide support to employers through a private-sector work force development agency. The public

schools should partner with the private sector, ensuring that graduates gain the skills appropriate to employer needs in the 21st century. Regional coordination of work force development also should be encouraged.

■ **GP 30. Work Force Readiness: Social Support.** Saint Paul will support Ramsey County and service-providing agencies in their efforts to improve the availability of quality child care so that this is not an obstacle to participation in the work force. The city will encourage adequate state and federal funding for child care and other family support, and recognize transportation, housing, child care and other family support as components of economic development in neighborhood planning.

Community Development

In the *Community Development Agenda* completed in 1996 by a broad partnership, “community development” is defined as “the act of working together to ensure that Saint Paul is a nurturing environment for families and individuals and a good place to do business.” Most of the components of the Comprehensive Plan outlined here have a bearing on community development by this definition. Most of the city’s role in response to the four major strategies of the *Community Development Agenda* is spelled out in the other components of this plan.

■ **GP 31. Community Development** With a broad community partnership, Saint Paul can continue to support the Community Development

Agenda initiatives: *An Even Better Place to Raise Children, No Truce With Poverty, High Quality City Living and Effective Civic Collaboration*. City government's role includes:

- ◆ Collaborative leadership and program work for economic and work force development, as outlined elsewhere in this document,
- ◆ Planning and development work for improved physical quality, improved transportation and improved housing opportunities, and
- ◆ Supportive collaboration and mayoral leadership, where appropriate, for progress in areas where the city does not have the major program role, including education, child care, and welfare reform.

■ **GP 32. Centers for Community Life.** The city, in partnership with its communities, will work to strengthen the community building role of parks and recreation centers by providing for safe and secure access, programming that contributes to stable neighborhoods and the removal of barriers to participation, as outlined in the Parks and Recreation chapter. The city will continue to support partnership efforts to strengthen family and community life, such as Family Resource Centers and Achievement Plus schools.

■ **GP 33. Inclusive Community.** We have no tolerance for racism and intend to provide the broadest access possible to all benefits of community life in Saint Paul, free from barriers based on race or ethnicity. The City will cooperate with the Minnesota Fair Housing Center and other interested community organizations to identify and eliminate unlawful discrimination in the Saint Paul housing market, including the rental market, the for-sale market, and mortgage lending.



Regional Interdependence

Saint Paul's growth and development are interwoven with those of the entire region. A sustainable future for the Twin Cities region requires replacement of some of the sprawling growth we can otherwise expect at the fringes with more intensive use of the existing urban fabric. Reinvestment in the region's centers is a key commitment of regional growth strategy.

Saint Paul's ability to sustain itself as a dynamic urban center has been hampered by inequities in the burden of costs for our present regional development pattern. These inequities reflect a history of private investment and public policy that has supported easy expansion of the region at the cost of disinvestment in the older centers.

■ **GP 34. Traditional Strengths.** To realize the best of what our historic urban fabric and new urban development can contribute to the region, Saint Paul will build on its traditional urban neighborhood and city center strengths.

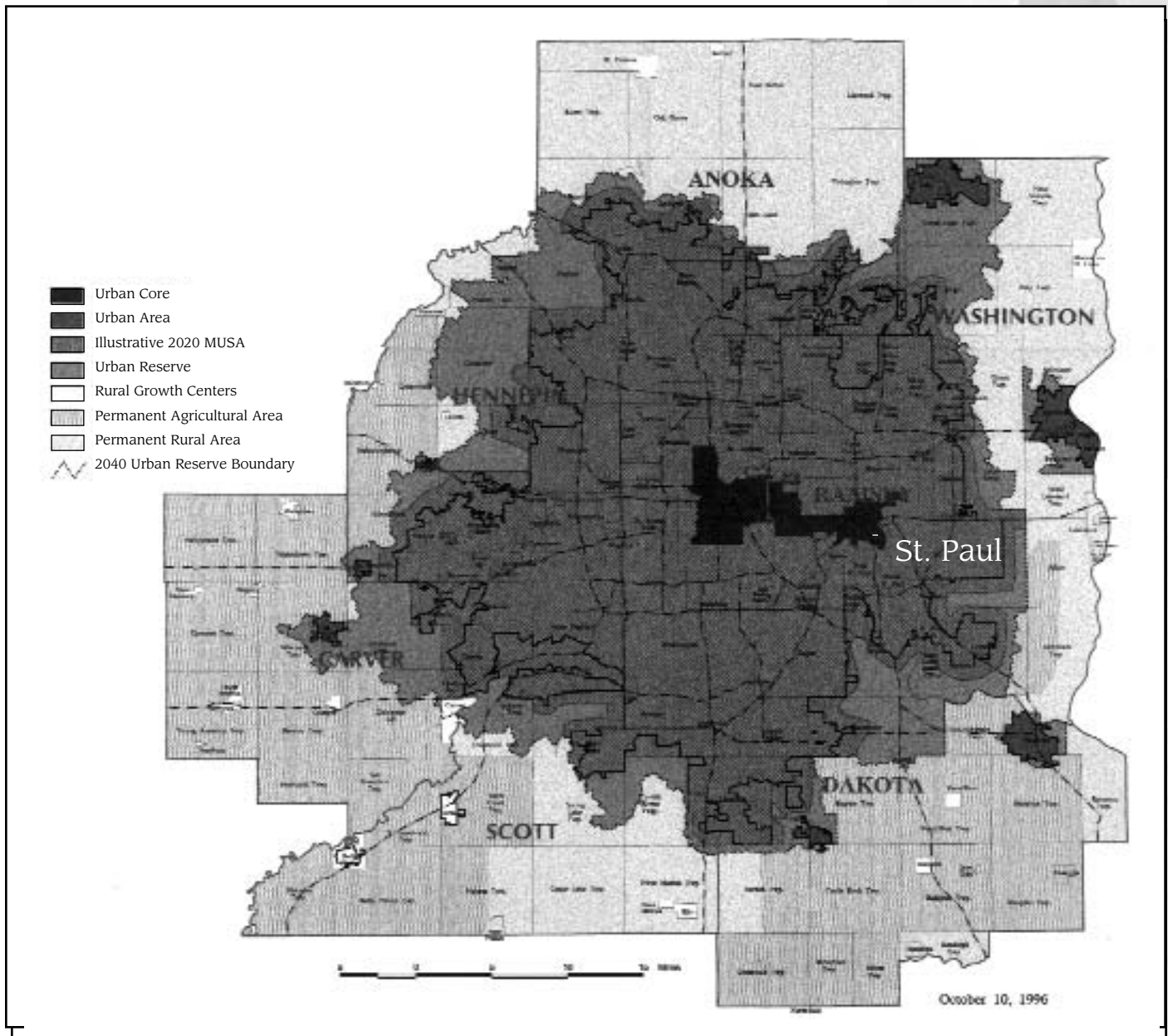
■ **GP 35. Civic, Business and Cultural Centers.** Saint Paul will maintain vital, inviting civic, business and cultural centers at the heart of the city and realize the full potential of other city business centers for additional economic activity.

■ **GP 36. Opportunities for Growth.** As a growing city with expanding economic and urban residential opportunities, Saint Paul will accommodate a significant share of regional growth in housing and jobs over the next 20 years, at least 6,000 additional households and 11,000 additional jobs by the year 2020.

■ **GP 37. Regional Collaboration.** Collaborating with neighboring communities and other regional jurisdictions will help Saint Paul achieve development that reinforces a strong, sustainable role for the city and the region as a whole, including improved transit, a broad range of housing choices, and appropriate restoration/development of the river corridor.

■ **GP 38. Shared Costs.** Saint Paul will support efforts to correct inequities in taxes, fees and infrastructure investment which perpetuate disinvestment in the central city and to shift the priority in the use of public resources to reinvestment. Efforts include those recently initiated to review and restructure Sewer Accessibility Charges, restraints on extending the

Figure C
Metropolitan Area Land Use



Interstate Highway network, and the targeting of redevelopment resources, including funds for cleanup of polluted land. In particular, the city will insist on broadly shared responsibility for meeting affordable housing needs.

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